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STATE OF WASHINGTON

Fourth Message

of

Governor Ernest Lister

to the

State Legislature

Sixteenth Session

1919

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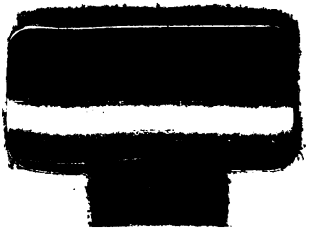

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STATE OF WASHINGTON

EXECUTIVE DEPARTMENT

OLYMPIA, WASHINGTON, January 15, 1919.

Members of the Senate and the House of Representatives:

In compliance with the requirement of the State Constitution that the Governor "shall communicate at every session, by Message to the Legislature, the condition of the affairs of the State, and recommend such measures as he shall deem expedient for their action," I have the honor now to submit to you, the Members of the Sixteenth Legislature of the State of Washington, a review of the condition of the State's affairs at this time, and also to present to you my views regarding legislation I deem worthy of your favorable consideration.

A few days after the Fifteenth Legislature had adjourned, our Nation was declared to be in a state of war with Germany. Immediately following such declaration, a program of preparation for the conflict was instituted. A conference of the governors of the respective states, or representatives selected by the governors, was called by the Federal Government to meet at Washington, D. C., in May, for the purpose of discussing and deciding upon ways and means for proper co-operation between federal and state agencies. A Council of National Defense had already been organized, and the several states were urged to organize state councils of defense as rapidly as possible so that there would be an adequate agency within each state to take charge of and properly direct war activities, under the direction of the National Council.

In June, 1917, I appointed a State Council of Defense for our State, consisting of fifteen members, each member assigned to a definite line of activity. Following is the membership of the Council as first appointed:

Dr. Henry Suzzallo, Seattle, Co-ordination of Societies and Educational Institutions.

W. A. Peters, Seattle, Home Defense.

Charles Hebberd, Spokane, Food Supply and Conservation.

E. P. Marsh, Everett, Labor.

A. L. Rogers, Waterville, Farm Labor.

C. J. Lord, Olympia, Shipbuilding.

George Donald, Yakima, Transportation.

Everett G. Griggs, Tacoma, Lumber.

J. T. Heffernan, Seattle, Manufacturing.

W. A. Lowman, Anacortes, Fisheries.

Mrs. J. S. McKee, Hoquiam, Woman's Work.

J. G. Kelly, Walla Walla, Publicity.

W. E. Boeing, Seattle, Aviation.

Dr. Ernest C. Wheeler, Tacoma, Sanitation and Medicine.

E. S. McCord, Seattle, Law and Finance.

Two changes have occurred in the personnel of the Council. Dr. E. C. Wheeler was commissioned in the Medical Corps of the Army and is now in the service in France. Mr. W. J. Patterson, of Aberdeen, was appointed to succeed him. Mr. E. P. Marsh, the member of the Council representing labor, was selected by the Secretary of Labor for important war services under the Federal Department of Labor, and these duties required practically all of his time at the national capital. His resignation as a member of the State Council of Defense was submitted and accepted, and Mr. William Short, of Seattle, who succeeded him as president of the Washington State Federation of Labor, was appointed as his successor on the State Council of Defense.

It would be impossible for me, in this Message to your Honorable Body, to review in detail the activities and accomplishments of the State Council of Defense during the War period. I am therefore taking the liberty of presenting herewith a copy of the report submitted to me by the Council on the day it closed its work. I consider the report a document worthy of being printed in sufficient quantity so that it may be available to all members of the Legislature and to others who may desire a copy of it, and I urge its careful consideration by your Honorable Body.

The need of financing the work of the State Council of Defense and the other War activities in which it was necessary for the State to engage, presented a problem of vital and early importance. Many citizens urged the immediate convening of the Legislature in extraordinary session for the purpose of making appropriations to cover the requirements of the emergency. Realizing fully that a tremendous national debt would be piled up during the prosecution of the War, and that a proper proportion of it would have to be considered a debt of the people of our State, I hesitated to place a still greater burden upon our citizens so long as it was possible to avoid it. After consultation with the members of the State Council of Defense, with many members of the Legislature and with a large number of citizens, I decided not to call the Legislature in special session unless subsequent developments rendered such action imperative.

A fund of $5,000.00, made available to the Governor by the Legislature at its last session, for investigation purposes and the survey of public lands, was used by the State Council of Defense; and from that fund, until it was exhausted, the salaries of the Council's executive secretary, stenographers and other employees, and the expenses for postage, printing, office supplies and travel,

were met. By the time the fund was exhausted, no conditions had developed which seemed to call for a special session of the Legislature and to the end that the expense of a special session, summoned primarily to appropriate a few thousand dollars for the State Council of Defense, might be avoided, members of the Council generously and patriotically offered to advance the funds necessary to continue the work.

This offer was accepted by me, and advances of $500.00 each were made by Messrs. J. T. Heffernan, C. J. Lord, George Donald, W. A. Lowman and W. J. Patterson. The $2,500.00 thus made available sufficed to carry on the work until about the date of the signing of the Armistice. Since that time the expenses of the Council have been met from one of the other appropriations made by the last Legislature for my Department, thus obviating the need to call upon members of the Council for further advances.

The total expenditures for the State Council of Defense, from the date of its organization up to and including December 31st, 1918, have been as follows:

From Appropriation to Executive Department. "For Investigation Purposes and Survey of Public Lands"..	$4,996 22
From Monies Advanced by Members of State Council of Defense	2,423 07
From Appropriation to Executive Department, "For Postage and Traveling Expenses".....	1,394 19
Total.....	$8,813 48

I respectfully recommend to your Honorable Body that an appropriation be made to reimburse the members of the State Council of Defense for the advances made by them.

On Thursday, January 9th, 1919, the State Council of Defense met at its office in Olympia and, after giving careful consideration to the matter decided that, in view of the signing of the Armistice and the probability of

an early close of the War, there remained no good reason for its further continuance as an organization, particularly as the Legislature was about to convene, enabling the State to express its will through its elected representatives on the problem of post-War readjustments. Personally, I agreed with this view and the Council has now ceased to exist, except that the executive secretary and stenographer are now and will continue, for a few days, engaged in arranging the records and files in permanent form and closing up all unfinished business.

At the time of its organization, Dr. Henry Suzzallo, President of the University of Washington, was selected as Chairman of the State Council of Defense. Some months later, Dr. Suzzallo was called upon by the Federal authorities to go to Washington, D. C., and spend some time there assisting in other lines of War activity. Mr. W. A. Peters, of Seattle, was selected as vice-chairman, to act as the head of the Council during the absence of Dr. Suzzallo.

It is impossible for me to find language appropriate to express to the members of the State Council of Defense my deep appreciation for the services rendered by them to State and Nation during the great emergency so recently ended. Throughout the War period, when scarcely a day passed without bringing to me some new and vital problem demanding the promptest decision, they unfailingly responded to every call for counsel and action. They made my task far easier than it could otherwise have been, and much of the credit for the excellent War record made by the State of Washington is rightfully theirs. Those associated with the Council, in the administration of its responsibilities, also rendered invaluable assistance.

I am sure that I voice the thought of the members of the State Council of Defense when I express here my appreciation of the service rendered by the County Coun-

cils of Defense and other patriotic organizations, and by the people of the State generally, for the conscientious and effective War work accomplished by them.

Early in July, 1917, a general strike was called by the workers in the lumber industry. The main point involved was the establishment of the principle of the basic eight-hour day.

The construction of wood ships for the Government had just begun. Preparations for the production of spruce, on a large scale, in connection with the Federal airplane program, were under way. There were indications that the great lumber industry of this State, upon which the Nation was so largely dependent for the effective conduct of these two most important lines of War activity, might fail to supply the Government with its needs.

Several weeks were devoted by the State Council of Defense in an endeavor to bring about an adjustment of the differences. Many threats of property destruction in the lumber districts were heard. Numerous requests were received by me to detail State troops for the protection of property. Frequent meetings of the State Council of Defense were held, also conferences attended by members of the Council and other citizens.

It appeared to me that our responsibility and duty was to avoid disorder and the destruction of property, and that these results could best be accomplished by the employment of a State secret service force which could keep in constant touch with those who contemplated violence, thereby enabling the State to forestall unlawful acts. It seemed far more advisable to follow such a preventive policy than to await a situation made serious and difficult to control, by acts of violence inflaming the public mind. After a number of conferences with the Attorney General, the members of the State Council of

Defense, some Federal officials and several leading citizens, it was decided to organize a State Secret Service force which could be utilized anywhere in the State that conditions required, thereby enabling the State and lesser authorities to keep intimately informed as to the true situation in any particular district or locality. A Chief of the Secret Service force was employed; he was authorized to employ ten assistants. This force was maintained until April 1st, 1918, when it was reduced to four men.

With the virtual ending of the War, the entire force has been discontinued. The expense of operating the Secret Service force was paid from the Military Fund. I feel that more satisfactory results were obtained by the method I have described, and at much less cost to the State, than would have been the case had the State Militia been called into active service.

Shortly after the United States entered the War, the entire National Guard of the State was called into the Federal service. The serious labor situation to which I have referred, made it immediately necessary to organize another Militia force and have it ready in case of need. Acting by direction, the Adjutant General organized sixteen companies of Infantry. One machine gun company was added later. It was impossible to obtain either rifles or uniforms from the Federal Government. In consequence the Adjutant General purchased 1,600 rifles and the necessary ammunition from the confiscated cargo of the steamer "Annie Larson." Cotton uniforms were also purchased and, in the autumn of 1917, woolen overcoats were obtained. The companies rapidly developed into an excellent military force. Recently twelve of them, now comprising a regiment known as the 3rd Washington Infantry, were inspected and mustered in as a federalized National Guard organization.

A large number of Home Guard companies were formed in different parts of the State during the period of the War. The State was unable to equip these organizations. Some of them purchased uniforms, rifles and other equipment on their own account; others held regular drills without either uniforms or rifles. The organization and perfection of these companies assisted materially in controlling what threatened to be serious situations in several sections of the State. The members of the Home Guard companies also rendered valuable patriotic assistance in other lines of War activity in each of their respective communities.

During the War the services of many of the State Officials were freely utilized in War work. Much of this service was rendered under the direction of my Department and the State Council of Defense. The assistance from this source brought about the accomplishment of many desirable results otherwise impossible.

In addition to the labor difficulties in the lumber industry, the State also faced a serious situation in the harvesting of the 1917 crops. The organization known as the Industrial Workers of the World rapidly increased in membership during the early days of the War. Many of its members were men who, in past years, had been engaged in the harvest fields. Late in August, 1917, one of the organization's leaders in the Northwest sent a telegram to myself and to three other Governors of Northwestern states, demanding the immediate release of all members of the I. W. W. who were then confined in jails, and threatening, if such men were not promptly released, that a general strike in the harvest fields would be called.

The urgent need for food products created by the War, coupled with the fact that unfavorable weather conditions had reduced the 1917 crops below normal, made it imperative that harvesting operations be car-

ried on promptly and without interruption. Information as to the intention of the I. W. W. leaders was immediately transmitted to the County Councils of Defense, to the State College authorities and to all persons in the agricultural counties who could assist in the proper moulding of sentiment against a strike. As a result of the prompt action taken, the strike was a failure. Its instigator was arrested, taken to Chicago, tried with about 100 other members of the organization, and convicted and sentenced to 20 years in a Federal Penitentiary. No further difficulty was encountered in the harvesting operations except that caused by the general labor shortage in the Pacific Northwest.

The actions of the I. W. W. leaders clearly indicated their desire to obstruct, if possible, the effective production of crops and other material resources necessary to the winning of the War. During 1918 the activities of these dangerous individuals were materially curbed. I may say, however, that the organization still exists. Its leaders are awaiting a time when they can again disturb labor conditions. The situation presents a responsibility that must be met. Since the beginning of the War a great deal has been accomplished by employers through their removal or adjustment of many of the causes of that unrest, on which such an organization thrives. By the continuance of this policy on the part of employers, I am sure large numbers of the followers of these dangerous leaders can be alienated from their false leadership. Among those who headed the I. W. W. organization were found many men who were not even citizens of the United States; men who felt they owed no allegiance to the country and who were, in fact, during the period of the War, altogether disloyal.

With the close of the War and the beginning of the readjustment program, it will be impossible to accomplish the proper results for our country and its people,

if men of the type above referred to are permitted to continue their unlawful and dangerous practices. While the millenium has not yet arrived, I am sure you will agree with me when I say that the United States presents better opportunities to its people than any other Nation on earth, and that if these aliens are not ready and disposed to put forth the effort necessary to earn an honest living and assist in the upbuilding of the communities in which they are located, the communities and the Nation would be vastly benefited by their deportation to their native lands.

In the proper handling of this problem, we ought to avoid placing class legislation on our statute books. Our general laws, however, ought to be amplified and strengthened so that these dangerous elements in the population cannot continue traveling from place to place feeling that they are not amenable to any of the laws of the State or Nation. The arrest and conviction of many of these men, during the War period, has been beneficial. The State should not relax its efforts to control them. On the other hand, no employer of labor should expect to escape just criticism if he does not put forth every reasonable effort to alleviate that contributive discontent which arises from a failure to give his employees a proper return for labor performed.

FINANCES.

The following is a statement of the moneys received by me as Governor and transmitted to the State Treasurer, from January 1st, 1917, to and including December 31st, 1918:

MONEYS RECEIVED BY THE GOVERNOR, JANUARY 1, 1917, TO DECEMBER 31, 1918.

Notary fees from 2,643 applicants		$26,430 00
Commissioner of Deed fees from five applicants		25 00
From Federal Government as National Aid to:		
Soldiers' Home, Orting	$7,425 00	
Veterans' Home, Retsil	8,875 00	16,300 00
From Federal Government on 5 per cent Refund of Sales of Public Lands		3,281 33
From States Requiring Extradition Fees of other states		185 00
Refunds by extradition agents		86 15
Refund of witness fees and mileage		15 00
Total		$46,322 48

MILITARY FUNDS ON DEPOSIT.

Olympia National Bank	$2,254 50	
Capital National Bank	330 00	
Total		$2,584 50

CONDITION OF GENERAL FUND.

The following statement shows the condition of the General Fund on January 15, 1913, when I assumed the office of Governor, and at the close of business on December 31st, 1914, December 31st, 1916, and December 31st, 1918:

January 15, 1913—Overdraft	$450,555 24
December 31, 1914—Balance on hand	400,016 37
December 31, 1916—Balance on hand	1,083,674 37
December 31, 1918—Balance on hand	882,286 05

CONDITION OF PERMANENT FUNDS.

The amounts on hand in the Permanent Funds of the State, at the close of business December 31, 1912, and the amounts on hand December 31, 1918, are shown in the following statement, together with the amount of bonds purchased during the six years included between the two dates, and the amount of bonds redeemed:

	Balance December 31, 1912	Purchased During Six Years	Redeemed During Six Years	Balance December 31, 1918
Permanent School	$8,706,006 62	$8,273,557 50	$3,128,162 37	$13,851,401 75
University Permanent	92,750 00	108,000 00	26,450 00	174,300 00
Scientific Permanent	247,600 00	368,300 00	148,000 00	467,900 00
C., E., P. and R. I. Permanent	271,870 00	344,113 23	156,200 00	400,592 90
Agricultural Permanent	172,585 00	389,267 90	151,260 00	459,813 23
Normal Permanent	164,400 00	350,089 52	139,450 00	375,039 52
Total Bonds	$9,655,211 62	$9,823,358 15	$3,749,522 37	$15,729,047 40
Cash in Six Funds	565,701 91	.....	.....	195,741 74
Total Bonds and Cash	$10,220,913 53	.....	.....	$15,924,789 14

Since the last session of the Legislature the Normal School Bonds then outstanding, amounting to $206,-024.00, have been retired with the appropriation made by the Legislature for that purpose. These were the only bonds of the State of Washington that were a general lien against the State. There is not now a dollar of outstanding bonded indebtedness that is a general lien. The last Legislature also made an appropriation of $50,000.00, from the Public Highway Fund, for retiring the balance of the bond issue used for the purchase of the Wenatchee bridge. Both of the bond issues herein referred to were retired before the bonds became due.

I may also add that, in the investment of the State's permanent funds, the State Board of Finance has purchased Liberty Bonds to the amount of $2,000,550.00. The Board of Finance also purchased Pierce County bonds, issued by that county in connection with the pur-

chase of the Camp Lewis cantonment site for the Federal government, to the amount of $1,000,000.00. The cantonment site was presented to the Federal government by Pierce County.

CAPITOL BUILDING CONSTRUCTION.

The State Capitol Commission was authorized by the last Legislature to issue bonds to an amount necessary to take up all outstanding warrants against the Capitol Building Fund. Under this authority, bonds to the amount of $382,567.02 were issued on July 1st, 1917. Up to and including December 31st, 1918, bonds to the amount of $100,567.02 had been redeemed, leaving the amount of bonds outstanding on January 1st, 1919, at $282,000.00. I believe the proceeds from the sale of Capitol Lands, during the coming biennium, will be sufficient to enable the State Treasurer to retire all of these bonds.

Acting under the direction of the Legislature, the State Capitol Commission proceeded with plans for completion of the exterior of the Temple of Justice, and in December, 1917, awarded a contract for the work to the Puget Sound Bridge & Dredging Company. War activities have delayed the work, but the Commission feels it ought to be possible for the contractor to complete the contract and turn the building over to the State not later than June 1st, 1919.

Plans were also prepared for completing the interior of the Temple of Justice. On account of the great increase in construction costs and also the existing labor shortage, the Commission by unanimous vote, decided to withhold advertising for bids until conditions are more nearly normal.

Plans and specifications were also prepared for an Administration Building, to be erected on the old capitol foundation. Between the time the architect began prep-

aration of the drawings, and the date of their completion, materials and labor costs had advanced to such a degree that it would have been impossible to complete the structure with the funds available. The need and demand for labor in lines essential to the winning of the War had also increased. The Commission therefore decided to postpone construction until after the close of the War.

The Administration Building, for which plans are drawn, is designed to house about thirty of the State's departments. With the present Capitol Building and the Temple of Justice, the proposed Administration Building would furnish adequate space for all the State's offices and departments for some time to come. It is the unanimous opinion of the Capitol Commission that the present one-half mill levy for Capitol Building purposes ought to be continued for one more year and that appropriations should be made for the completion of the Temple of Justice, the construction and equipment of the Administration Building, the construction and equipment of a central lighting and heating plant, and the grading and parking of the Capitol grounds. Continuance of the one-half mill levy for one more year will produce sufficient funds for these purposes. The receipts from the sale of Capitol lands and timber could then be used for the payment of outstanding indebtedness until such time as the indebtedness is wiped out. After that time the accumulation of funds from sales would, in the opinion of the Commission, quickly reach an amount adequate to erect the "State Capitol" or main building of the Capitol group.

With the improvements completed as above outlined, and the main or "State Capitol" building erected, the Commission feels that the State's requirement for Capitol buildings would be amply met for years to come, if not permanently. It has been suggested by a number of

citizens that, for the purpose of assisting in the solution of the "after the War" labor problem, the Commission should be authorized to proceed with construction of the main or "State Capitol" building, in addition to the other improvements herein outlined, and that by the time the structure could be finished, it would be needed. These suggestions are placed before you so that they may receive the consideration of your Honorable Body when the subject of capitol construction is receiving your attention. Favorable action on the suggestions would require continuance of the one-half mill levy for probably five years.

Before further construction is undertaken, the Capitol Commission will make a thorough investigation into the matter of the proper location of each of the buildings of the contemplated group. We feel it would be unwise to proceed further without this careful study and determination. The location of the Temple of Justice on the lowest point of ground in the Capitol site, by a previous Commission, makes such action necessary to the end that the finished project will have such an elevation and grouping of the buildings as will make a well-balanced and harmonious whole.

The plans for the Administration Building are in the hands of the Secretary of the Commission, the Commissioner of Public Lands. He will be very glad to present them for the inspection of the members of the Legislature. A copy of the plans is also in my hands and I, likewise, will be pleased to present them to any members of the Legislature who may desire to view them. May I also suggest the advisability of a conference of the Senate and House Committees on Capitol Buildings and Grounds with the Capitol Commission, at an early date, so that a thorough inspection of the present buildings and of the Capitol site can be made. Such a conference would also afford the members of the Commission

an opportunity to present to the members of the two Committees, their views regarding contemplated improvements.

Pursuant to the provisions of an Act of the last Legislature, the Capitol Commission has purchased the two blocks of land bounded by 12th and 13th, Main and Water streets, Olympia. The Olympia High School building was located on one of these blocks. Shortly after the purchase was consummated, while the High School building was still being used for school purposes, it was destroyed by fire. The Capitol Commission had contemplated the use of this building by some of the State Departments until such time as the new Administration Building would be ready for occupancy. The stone exterior of the structure, however, can still be utilized in the construction of a central heating and lighting plant, as was originally intended by the Commission.

It is the suggestion of the Capitol Commission that this central plant be built on the grade of the Northern Pacific railroad tracks, at the base of the hill on which the Capitol group will stand.

PROHIBITION LEGISLATION.

Under date of December 28, 1917, there was transmitted to me by the Secretary of State of the United States, a certified copy of a Resolution of Congress entitled:

"Joint Resolution Proposing An Amendment to the Constitution of the United States"

with a request that the same be submitted to your Honorable Body. The first section of the proposed amendment reads as follows:

"Section 1. After one year from the ratification of this Article, the manufacture, sale, or transportation of intoxicating liquors within, the importation thereof into, or the exportation thereof from the United States and all territory subject to the jurisdiction thereof, for beverage purposes, is hereby prohibited."

I have already submitted to your Honorable Body the correspondence above referred to, and urge your prompt consideration of and favorable action on the Resolution.

The House Bill passed at the last session of the Legislature, known as the "Bone Dry Prohibition Bill," was withheld from taking effect as a result of Referendum petitions receiving sufficient signatures, until it had been submitted to the voters at the last General Election. At that election 96,100 votes were cast in favor of the Bill and 54,322 against it. Every County in the State returned a majority in its favor. By Proclamation of the Governor the Act became effective December 5th, 1918.

Every vote cast during recent years shows clearly that the sentiment of the State is very strongly in favor of absolute prohibition. Public officials will have the support of the people in the enforcement of the prohibition laws. In 1915, and again in 1917, I recommended to the Legislature that an appropriation be made and placed in the hands of the Attorney General and the Governor, to be used to assist the lesser civil authorities in procuring evidence and prosecuting violators of the liquor laws. During the past two years there have been many evidences of the violation of these laws. State officials ought to have funds available to assist in the prosecution of such cases. I therefore again respectfully recommend and urge that an appropriation of $25,000.00 be made by your Honorable Body to be used under the direction of the Attorney General and the Governor in obtaining evidence and prosecuting violators of the liquor laws of the State.

SELECTIVE DRAFT DEPARTMENT.

Shortly after we entered the War, the Federal War Department obtained enactment by the Congress, of the Selective Service Law, and worked out the plan under which the Army was raised. The responsibility for the raising and entrainment of each State's quota was vested in the Governor of the State. From June to December, 1917, the entire undertaking, in the State of Washington, was directed from my office. In December, 1917, the Governor of each State was requested to recommend a person to be designated by the War Department as Aide to the Governor and Executive Officer in charge of Selective Draft operations under the Governor's personal direction. Up to the time this Aide was designated, all the work at State Headquarters was performed without cost to the Federal Government. This had been possible as a result of the generous response from practically all of the State offices to a call for aid made upon department heads and their assistants. Night after night from ten to thirty persons helped in re-mailing to Local and District Boards the tremendous quantity of forms, instructions and other literature required in the draft work, and aided in the handling of other phases of the vast detail involved in the operations. This assistance continued even after the organization of the Department of Selective Service Supervision within my office and I desire at this time to express publicly my appreciation and thanks to those who so freely gave of their time and ability. I do not remember a time when we did not have more offers of service than could be utilized.

Acting upon the request of the War Department, I recommended that my Secretary be named as Aide to the Governor. This recommendation was approved and he was commissioned a Captain. The knowledge of Se-

lective Draft work he had gained during the six months it was handled in my office fitted him for the responsibility. He is still in charge of the work and will, I presume, continue until the details of the draft operations are completed and the records of the draft have been deposited with the Adjutant General of the Army, their permanent custodian, enabling us to discontinue the Selective Draft Department and close the draft office.

The number of men registered in the State of Washington on the first registration day, June 5, 1917, was 115,910. This covered men who, on that date, had reached the age of 21 years but who had not reached their 31st birthday. On the second registration day, June 5, 1918, 7,297 men were registered. These registrants were men who had reached the age of 21 years subsequent to June 5th, 1917. A third registration was made on August 24th, 1918. On that date men who had become 21 years of age subsequent to June 5th, 1918, were enrolled, numbering 2,227. The fourth and final registration, likewise the largest, took place on September 12th, 1918, following extension by Congress of the draft ages to include all males between 18 and 45 years, inclusive. The registration on September 12th enrolled 205,506 men, exceeding the estimate of the War Department by 37 per cent. The total number of men registered for military service in the State of Washington, on the four registrations, was 320,940.

Under the provisions of the Selective Service Act, the State of Washington furnished 28,280 men for military service during the War. In addition we turned over to the War Department our National Guard organizations, numbering 5,354 officers and men. We have a record of 7,006 men who volunteered for the Army, Navy and Marine Corps between the beginning of the War and December 15, 1917. Our State Naval Militia, numbering

1,094 officers and men, was also taken into the Federal service. These figures are complete. Subsequent to December 15th, 1917, the Federal authorities did not furnish the State authorities or the Selective Draft headquarters with certificates of enlistment in the Army, Navy and Marine Corps of men who were outside the draft ages at the time of such enlistment, nor did the certificates furnished up to and including December 15, 1917, cover men outside the draft ages. From carefully compiled estimates, however, we feel sure that between 9,000 and 10,000 men, additional to those above listed, entered the military or naval service, making the total number of citizens of the State of Washington who put on the uniform of their country during the emergency not less than 50,000.

No State in the Union holds a better record for the efficient handling of the Selective Draft work than does the State of Washington. I have letters and telegrams on file in my office from the Chief of the Division in charge of this activity for the Federal War Department, conveying this information to me. Every call made upon the State was promptly and properly answered. It is impossible to give greater credit to one part of the draft organization of the State than to another, for the eminently satisfactorily results achieved were made possible only through the cordial and efficient co-operation of all who were charged with responsibility for the work. The Local Boards, the District Boards, the Legal and Medical Advisory Boards, the Government Appeal Agents, the State Headquarters office, the thousands of citizens who at various times aided the Boards in the capacity of volunteers, the regular clerical staffs of the Boards—all contributed to the results obtained. It has been impossible for me, either personally or by letter, to express my appreciation for the services rendered. I therefore take this occasion and this method to ac-

knowledge publicly the large patriotic service rendered to their country by all who were connected with Selective Draft operations in the State of Washington.

The Armistice having been signed and active hostilities halted, the whole World now looks forward to the arrangement and adoption of the Peace terms with the earnest hope that they will bring an enduring Peace. I cannot feel, however, that our Nation will have fully discharged its responsibility if we fail to consider, thoughtfully and earnestly, the action appropriate for dealing with those foreign-born residents of the United States who, having formally and solemnly pledged their intention to become its citizens, forsook the Nation in its hour of peril by renouncing their intentions so that they might avoid military service. There is not a State in the Union in which such cases did not occur, and I regret to say they were far too numerous in the State of Washington. These men had taken out their first papers and accepted the privileges of citizenship, apparently without any thought of also accepting its responsibilities. In justice to America and its loyal citizens, the Federal Government should deport to their native lands all men who renounced their declaration of intention during the War period. That man who does not consider this country worth fighting for in its hour of dire need, has no right to ask it to furnish him with a living and a home during the prosperous and happy times of Peace.

The Attorney General has already started proceedings under which real estate and other property owned by these ungrateful aliens will be escheated to the State. These proceedings are in accordance with a provision of our State Constitution.

MEMORIAL MONUMENT.

Many of the officers and men who entered the military and naval service from our State have given their lives for their country. While fighting ceased on November 11th, casualty lists are not yet complete and we still do not know the number of our dead. The reports of engagements in which our men saw action indicate that they were not found wanting. It is proper indeed that the State should show its appreciation of those who represented it on the battle fields and the high seas, and that it should glorify those who gave their lives in the War.

I therefore recommend that the State Capitol Commission be authorized and directed to procure a suitable monument, upon which shall be placed bronze tablets bearing the names of all men from the State of Washington who lost their lives in the conflict. The arrangement and location of the proposed Capitol Building Group, and the extent of the grounds, lend themselves admirably to the erection of an impressive monument in a most prominent place on the Capitol site. The cost would be a proper charge to the Capitol Building Fund. I am not aware what the cost would be, but would respectfully suggest an appropriation of $50,000.00 from the Capitol Building Construction Fund, with a provision that as much thereof as may be necessary be expended for this purpose.

I feel that I ought not to close this portion of my Message to your Honorable Body without referring to the large amount of War work accomplished by our higher educational institutions, particularly the University of Washington and the State College of Washington. At each of these institutions War activities were given first consideration at all times. A portion of the Univer-

sity Campus was turned over to the Navy Department, and a Naval Training Station was located on it. Thousands of young men were trained there for Naval and Merchant Marine service. The institution was also used for the education and training of a large number of young men for special lines of Army and Navy service.

Several hundred members of the Students' Army Training Corps were inducted at the State College for training. Special effort was also put forth by the President and Faculty of the Institution to bring about increased crop production in the State. In fact, the response to all calls for assistance, from all quarters and from the people of the State generally, was so patriotic and so unanimous, that I feel an expression of appreciation ought to be as general as was the answer to the calls.

STATE BOARD OF HEALTH.

The State Board of Health makes request upon your Honorable Body for larger appropriations than in the past. I believe these ought to be granted. Due jointly to the War, and to the epidemic of influenza that has now become world-wide, the responsibilities of this Department have materially increased. There will also be "after-the-War" problems developing which will justify increased expenditures by this Department.

More attention has been given to the prevention and eradication of venereal diseases, during the period of the War, than ever before. This is a line of service which ought not to stop with the end of the War, and I respectfully recommend that careful consideration be given by your Honorable Body to the recommendations of the State Board of Health and the State Commissioner of Health.

STATE BOARD OF CONTROL.

I respectfully direct your attention to the report of the State Board of Control covering the institutions under its charge. The problems normally faced by the Board increased materially at the beginning of the War, due to the rapid rise in the cost of almost all of the commodities used by the institutions and the difficulty of obtaining competent help in many of them.

On account of the increased costs and labor shortage, a number of improvements for which appropriations were made by the last Legislature had to be abandoned. The recommendations of the Board for new construction during the coming biennium provide not only for the normal requirements of that period but also for many of the needs of the two years just passed. I hope the recommendations made by the Board of Control will receive your careful consideration and favorable action.

I desire to recommend again that the Board of State Reformatory Managers be abolished and that the management of the State Reformatory be vested in the State Board of Control.

For many years there has been no apparent development along industrial lines in the institutions in charge of the Board of Control. I feel our State is far behind many other States in this respect. To the end that this important matter be given proper attention, I respectfully recommend that the Governor be authorized to appoint a Commission of five persons, whose duty it shall be to make an investigation and report the lines of industrial activity that could properly be installed in our public institutions, the report to be ready for submission to the next Legislature. I feel sure it will be possible to obtain the services on this Commission of competent persons, who would be willing to serve without

compensation. Their expenses ought to be paid by the State. I recommend that an appropriation of $2,500.00 be made for this purpose.

I recommend that the Governor be authorized to appoint a Superintendent of Capitol Buildings and Grounds, whose duty it shall be to care for the Capitol grounds and to supervise and direct the proper care, heating, lighting and repairs of all Capitol buildings now in use or hereafter erected and occupied by State offices at the capital. This responsibility is now in the hands of the State Board of Control. I feel that better results will be brought about by transferring it to one man. I would recommend that the Superintendent's salary be fixed at $2,000.00 per annum, to be paid from the appropriation for maintenance of the Capitol Building and Temple of Justice. In my opinion the cost of operating and maintaining the buildings will not be increased by this plan, which I feel will materially improve the service.

HIGHWAY DEPARTMENT.

As a result of the War rendering it impossible to proceed with all highway construction work for which appropriations were made by the last Legislature, there will remain unexpended in the Public Highway Fund at the close of the present biennium approximately $400,000.00. I recommend that this sum be re-appropriated and used in the construction of those highways for which it was originally intended.

In connection with the future development of the State and the furnishing of employment to returning soldiers, no line of activity is receiving the thought of public officials to a greater degree than highway construction. Under existing statutes, the State makes a one-mill levy for the Public Highway Fund, which produces approxi-

mately $1,000,000.00 annually, and a one and one-half mill levy for the Permanent Highway Fund, which brings in about $1,500,000.00 a year, or a total of $2,500-000.00 that is annually available for the building of roads. In addition, the moneys received from automobile license fees, less the cost of collecting such fees, is available for highway maintenance and also the construction of new roads in the counties. A well-defined system of State Highways has been mapped out and excellent progress in its development has been made during the past six years.

All who have given the subject consideration appear to agree that the highway program should be speeded up now that the War has ended and we are in position to undertake again our future and permanent development. There seems to be no division of opinion as to the advisability of the State undertaking the surfacing of our main highways to the end, first, that the highways may be used every day in the year and, second, to eliminate as largely as possible the steadily increasing cost of highway maintenance.

Several plans for carrying out such a project have been suggested; the one which has probably received the most publicity provides for bonding the State in the sum of $30,000,000.00 and retiring the bonds as they mature with moneys accruing in the automobile license fund, after the cost of collecting the license fees has been deducted. This plan is undoubtedly before you in pamphlet form; I will therefore not take time to explain it in detail in this Message.

Among the objections raised to the bonding plan is that almost $11,000,000.00 would be required to pay the interest on the bonds before the last of them would be retired. Another objection is that the plan contemplates returning to the counties the moneys already expended

by them for permanent paving. While it is true that the interest charges would be met from automobile license fee collections and not by a direct tax on the people, it is equally true that if this great sum of money was not paid out in interest it would be available for highway construction or permanent paving.

Inasmuch as the paving done by many of the counties was paid for from a State fund—the Permanent Highway Fund—and in other instances by the county bonding plan, sufficient benefits have already accrued to the counties to justify the cost, and it does not appear that the counties ought now to be repaid the moneys so used, but rather that every dollar that can possibly be raised for road purposes should go into new construction.

The figures submitted in support of the bonding plan carry an estimate of $100,000.00 per year to cover the cost of collecting motor license fees, the purchase of number plates and other expense of administering the motor vehicle license department. For the coming biennium the Secretary of State asks an appropriation of $490,060.00 for that department, or almost $250,000.00 a year. The excess of almost $150,000.00 a year would make a material difference in the amount available for permanent highway construction. I may add that the estimate of $490,060.00 to cover the cost of collecting fees and purchasing automobile license plates during the next two years appears to me to be very high and I hope your Honorable Body will make careful investigation of the matter before the Appropriation Bill is passed.

Personally I would favor the issuance of bonds for highway improvement if I felt the bond plan would result in greater permanent benefit than is being obtained by the present methods of raising highway construction funds. I have directed the State Highway Commissioner to prepare statements covering possible future accom-

plishments under the present direct levy and vehicle license plan, and without the issuance of bonds. In the preparation of these statements an increase in license fees over the schedule now in force, has been contemplated. I would respectfully request careful consideration by your Honorable Body of the different plans suggested, and I urge a continuance of the present plan of "paying as we go," with an increase in the available revenues resulting from an increase in turn in the present scale of motor vehicle license fees. I may also add that there is every indication that the Federal Government will presently make material increases in its allotments of funds to the States for highway construction. This will enable completion of a greater highway mileage each year. Many of the counties are also contemplating the construction of highways on a more extensive scale than has been undertaken by them in the past.

The rapid growth of traffic on many of our main highways during the last two years has demonstrated that a 16-foot pavement is not wide enough for the safe and proper accommodation of the traffic. It has been proven, further, that in many localities a pavement of this width is positively dangerous. I therefore recommend that henceforth, upon important main highways, permanent pavement be made not less than 20 feet wide.

I also recommend that there be appropriated from the Public Highway Fund the sum of $250,000.00, or so much thereof as may be necessary, to reimburse Clarke County for one-half the cost borne by that county in the construction of the Inter-State Bridge across the Columbia River at Vancouver, such reimbursement to be made by the State upon condition that the collection of tolls for use of the bridge by vehicle and pedestrian traffic be discontinued. The gradual development of our State highway system makes the Inter-State Bridge at Vancouver an important part of the system, and I feel

it is proper that the State bear a proportion of the structural cost to Clarke County.

In the fixing of appropriations for highway construction during the coming biennium, we ought to have in mind the completion of an east and west highway across the State; also, the continuance of work on the Pacific Highway from Blaine, at the northern boundary, to Vancouver, at the southern boundary of the State, so that that highway may be in good shape to handle traffic twelve months each year.

There will be presented to you requests for the construction of highways in some parts of the State not now accommodated by highways of any character. I sincerely hope that these requests will be favored by you, rather than those that aim at the expenditure of too large an amount of available funds for permanent paving upon highways now of fair quality.

I further recommend that the responsibility for the maintenance of the State's system of main highways be vested in the State Highway Commissioner. The maintenance of these highways was placed by the last Legislature in charge of the County Commissioners of the various counties. I believe maintenance under State direction is preferable to the plan of county control.

DEPARTMENT OF AGRICULTURE.

The activities of the Department of Agriculture were materially increased by the War. The biennial report of the Department has been placed in your hands. I hope it will receive your earnest consideration.

The State of Washington is destined to become a great agricultural State. Our Department of Agriculture is recognized as one of the most efficient in the Union. Its continued efficiency will have much to do with the rapidity of our advance along these lines.

Time will not permit me to go extensively into the accomplishments of the past two years. I do desire, however, to refer to the great assistance rendered by the Department in connection with increased food production during the War period, and to say that had it not been for the campaign for such increased production, carried on by this Department, the results would have indeed been small in those parts of the State where weather and other conditions were most unfavorable both in 1917 and 1918.

In his report the Commissioner of Agriculture recommends that an Emergency Fund be appropriated and placed under the control of either the Governor or the State Board of Finance, the same to be used in controlling any unusual epidemic or unforeseen condition that may develop in the State. In 1914 an outbreak of foot and mouth disease was fortunately averted. Sheep scab was discovered in some of the flocks in the State during the past summer, and everything possible is being done with the funds available, to eradicate it. We have had occasional outbreaks of glanders among horses. Hog cholera has frequently been found in different communities. We also encounter crop diseases and pests, such as fire blight and alfalfa weevil. These should be given immediate attention whenever discovered.

I therefore urge that an Emergency Fund appropriation of $100,000.00 be made by your Honorable Body to be used in bringing under control any emergency condition disastrous to the welfare of the people of the State and for which the regular appropriations of the particular State department concerned are insufficient.

The influenza epidemic, which is still with us, leads me to broaden both the scope and the language of the Emergency appropriation recommended. An Emergency appropriation designed to meet crucial conditions, which

threaten the welfare of the people, should be made sufficiently broad to cover situations arising in connection with diseases and pestilences affecting the human body. Expenditures from the fund would be made by those in charge of it only after a clear showing of necessity has been made by the officials at the head of Departments charged with primary responsibility for controlling this character of situation. To make an Emergency appropriation for every epidemic or pestilence that might possibly occur would, in the aggregate, require a very large sum. By covering the entire matter under one appropriation, there would be available an amount sufficient to handle any situations that might arise between sessions of the Legislature. I hope this recommendation will receive your favorable consideration.

STATE MILITIA.

There is a condition in the management of our military organizations which needs to be called to your attention. When accepting the resignation of Former Adjutant General Thompson so that he might accept a commission in the United States Army, I found that under the provisions of the State Military Code there were but three persons in the State eligible for appointment as his successor. One of these three did not desire to be considered for the position, thus leaving only two available men from which choice could be made. Fortunately, one of these men was former Assistant Adjutant General Harvey J. Moss, a very competent officer, who was appointed to the vacancy.

Since his appointment, however, both of the other officers who were eligible have been commissioned in the United States Army so that now, should the position of Adjutant General for any reason become vacant, there would not be a person in the State eligible for the place.

I therefore recommend that the present Military Code be amended so as to provide that any person who has been in active service in the National Guard or the State Militia at any time during the five-year period immediately preceding his appointment and who has held the rank of Captain or higher, will be eligible for appointment as Adjutant General. Favorable action on this recommendation would place upon the eligible list all officers of the National Guard of our State who were mustered into the Federal service during the War period and who held the rank of Captain or higher grade at the time of being taken into the Federal service.

BUDGET.

There has been placed in the hands of each member of your Honorable Body a copy of the Budget prepared pursuant to statute by the State Board of Finance. It will be noticed that recommendations for the erection of a number of new buildings at the penal, reformatory and eleemosynary institutions are submitted to you. On account of the unfavorable building conditions existing during the War, it has been impossible to keep pace with the building needs of the institutions during the last two years. I hope your Honorable Body will favorably consider the recommendations made.

It has been necessary to recommend that increased salaries be allowed to many of the assistants and employees in the several departments of the State. The marked increase in the cost of living during the last two years made it necessary for many former State employees to seek other positions which paid higher salaries and wages than the State could pay from existing appropriations. Many others remained in the employ of the State at less remuneration than they could have obtained in other employment. I feel that the salaries recommended are not greater than should be allowed.

I again urge a revision of the Budget Law along the lines suggested by me in my Message to the Fifteenth Legislature.

CONSTITUTIONAL CONVENTION.

The amendment providing for the calling of a Constitutional Convention, and which was submitted to the voters at the last General Election, was defeated. This, in my opinion, does not mean that the electorate is not in favor of constitutional revision; rather, it means that inasmuch as the War was still in progress at the time of the election and but few people believed it would end for some time to come, the voters felt it would be unwise to have so important a matter as the revision of the fundamental law of the State under consideration at a time when War activities occupied first consideration. I feel sure that had the electorate known the end was so near, a very large number would have voted in favor of calling the convention. I therefore recommend that the question be re-submitted, for consideration at the next General Election.

HIGHER EDUCATIONAL INSTITUTIONS.

The last Legislature enacted laws providing a permanent educational and financial policy for our higher educational institutions. The participation of the State University and the State College in War activities made it impossible to obtain as good results under this legislation as would have been forthcoming in normal times. I may say, however, that the results thus far have fully justified the action taken. Now that the War is over, the higher educational institutions will quickly be placed on a peace time basis. The requests for appropriations for the institutions for the coming biennium are based on the millage tax fixed by the last Legislature. I feel sure they will receive your careful consideration.

INDUSTRIAL INSURANCE DEPARTMENT.

The volume of business transacted by the Industrial Insurance Department is rapidly increasing. A number of amendments to the present law will be presented for your consideration. I would not be justified in taking the time here to discuss these amendments. I desire, however, to ask that they be given careful thought by your Honorable Body and by your committees in charge of legislation of this character.

REGISTRATION LAW.

The Act passed by the Fourteenth Legislature, providing for the registration of voters, has not proven satisfactory. In some cities there has been difficulty in properly recording those who have voted, with the result that many persons who voted at a given election find their names cancelled on the poll books when they present themselves to vote at the following Primary or General Election. There are also other defects in the law. I hope it will be given the consideration of your Honorable Body, and an effort made to amend it so that it will be more workable and satisfactory.

STATE CONSTABULARY.

Several of the states have established a State Constabulary Force. The suggestion has come from many sources that our State create such an organization. During the War, as I have earlier stated, a Secret Service force was organized and given work that would properly have been handled by a State Constabulary. I understand bills will be presented in the Legislature, looking to the establishment of such a Department. Personally I favor a State Constabulary, but do not consider it either advisable or necessary to organize it on the elab-

orate scale outlined in some of the bills that have been prepared for your consideration. An organization of 20 to 25 men would be sufficient at this time. Should it become necessary to increase this number in the future, the requisite authority could be given by succeeding Legislatures.

MISCELLANEOUS.

In my message to the last Legislature, I recommended that an appropriation be made to cover the cost of a thorough check of the State Auditor's office, inasmuch as there has been but one inspection of that department since the State was established. No action was taken on that recommendation. I now renew it, and respectfully call your attention to that portion of my message to the Fifteenth Legislature on the subject.

In the same message I recommended the reorganization of the State Bureau of Inspection and Supervision of Public Offices. I respectfully urge that my recommendation of two years ago be given your consideration and favorable action.

The scale of prices under which the State Printer is paid was fixed by the Legislature of 1905. Since that time there has been no increase in the scale. Under the statute, the State Printer purchases and furnishes all necessary paper and other materials at cost. The profit he makes is represented in the amount he receives for labor, additional to its cost. Since the present scale of prices was fixed, labor costs have advanced from 60 to 75 per cent, resulting in the furnishing by the State Printer of some classes of printing at an actual loss. The service of the present State Printer has been very satisfactory to the State Departments. I hope your Honor-

able Body will give consideration to this matter and provide a reasonable and proper price for those lines of printing now being supplied at a loss.

The appropriation to cover Extradition expense during the present biennium was exhausted several weeks ago. Since that time applications for writs of extradition, submitted to me by the Prosecuting Attorneys of the several counties, have been honored only when the counties agree to bear the expense of returning the fugitives. So that extradition procedure may continue in the proper and regular manner, I recommend that an appropriation of $2,500.00 be made to the Executive Department for use during the remainder of the present biennium.

There are a number of departments to which, owing to the length of this Message, I have not made reference. The reports of these departments have been placed in your hands. I respectfully urge a careful consideration of the recommendations contained in them.

FUTURE DEVELOPMENT.

During the War, the probable post-War problems were freely discussed. The suggestion was often made that these problems ought to receive consideration even before the War ended, so that the change from a War-time to a Peace-time basis might take place with a minimum of interruption and disturbance to the business of the Nation. Just as we were unprepared for War when it came, we now find the Nation unprepared for quick readjustment to Peace conditions.

The problem of readjustment has been discussed by many persons solely on the basis of providing properly for and furnishing employment to the returning soldier.

That portion of the problem involves our sense of honor. It is imperative and primary, and must have first attention. But the bringing about of such a result is only a partial solution of the whole problem of national welfare. In addition to approximately 4,500,000 men who entered the military and naval establishments proper, there are many additional millions who became a part of the great War-time industrial army engaged in the manufacture of arms, ammunition, clothing and in countless other lines of War activity. Many of the plants engaged in such production have already closed down; others have materially reduced their working forces. For the future well-being of our State and Nation it is absolutely essential that those who were employed in War industries and are now or will soon be without employment, be promptly provided for.

Most of the men who put on the uniform were promised the return of their positions, by their employers, upon their discharge from the Army. Those promises should not now be forgotten, nor ought we to overlook the fact, in keeping them, that many persons who filled the positions during the absence of the soldiers, will presently find themselves out of employment.

Speaking from the standpoint of the State, I believe it is our duty and responsibility so to adjust conditions that there will be employment available in the State for every able-bodied person willing to accept it. I do not feel that any able-bodied person who is not willing to accept employment that is available, is an asset to the State. Such a person is a liability and a load for willing workers to carry.

All of the responsibility for furnishing employment should not be shoved over upon governmental agencies. It is true that the Nation, State, Counties, Municipalities and other political subdivisions can as-

sist greatly in handling the problem. But it is equally true that the investor who had contemplated the erection of a business building, the individual who desired to erect a new residence, the manufacturer who intended making improvements in his factory, all of whose plans were delayed by War conditions, ought now quickly to so arrange their affairs that they may proceed with these contemplated improvements and thus aid in providing employment for those who desire and need it. I sincerely hope our people will not overlook this individual responsibility. They should not expect the entire problem to be worked out through public improvements that may be undertaken, for if this be the case, the time will come when public work will cease and the labor problem will remain unsolved.

Neither can the wage problem be properly adjusted by employers of labor by an immediate movement to reduce wages, without consideration of the cost of living. A careful investigation into the cost of the commodities required for the maintenance of the average family shows that, in most instances, the wage increase has not been more than sufficient to balance the increased cost of these commodities. Therefore, without a decrease in these costs, there can be no justification for a decrease in the wage scale. I mention this to emphasize the fact that a proper return to the normal conditions of peace cannot be brought about without a proper realization of actual economic and human conditions, through a free and fair discussion of the problems of both employers and employees.

As I have earlier indicated, in discussing the State Highway program, the State can provide employment for many men by speeding up highway construction. Assistance along the same line can be given by both counties and municipalities, in connection with road building and street improvement. The State ought to take up

its building program and endeavor to begin promptly the erection of needed buildings at its various institutions. Repairs to buildings already standing, which could not be accomplished during the War period, should also be speeded up. State Armories, for which appropriations were made by the last Legislature, should now be constructed. Buildings relating to or a part of the State organization, and not in charge of the Departments referred to above, should receive our careful consideration and action. By following this line we will be doing structural work necessary to maintain our institutions at a proper standard, and we will also be furnishing employment for many skilled workmen.

I had hoped I might present some plan at this time under which it would be possible, in co-operation with the Federal Government, to begin reclamation of additional lands within the State, by irrigation and drainage. The Federal Government, however, has not yet developed a policy looking toward action in this direction, to a point where we can be certain enough of probabilities to warrant providing the State machinery necessary for co-operation.

An irrigation project that has received a great deal of attention since the close of the War is the one known as the Columbia Basin project. It would be supplied from the Pend Oreille River, and embraces lands in Grant, Franklin, Adams, Whitman and Walla Walla counties, amounting to not less than 2,000,000 acres with the possibility of supplying an additional 1,000,000 acres. The project would take in all the lands comprehended under the Quincy and Palouse projects, and also large areas not included in any project heretofore investigated. A preliminary study of the Columbia Basin project was made by the Federal Reclamation Service some years ago, but on account of its magnitude, no action was taken.